

Let me start at the beginning of all this. I don't want to stand here and talk at you. I guess I want, when you leave here, for you to carry just a handful of things away with you. The things I want you to carry with you are the parts of what it is that we are involved in and that you and I are responsible for -- so that we can sort of move ahead with what it is we are doing.

Why don't I start off by first of all saying thanks for inviting me to your meeting because that's what it is -- your meeting. Your meeting concerns Equal Employment Opportunity or let's cut that short, let's just call it Equal Opportunity. Primarily, in DDA where all of you are assigned, I want you to be concerned and knowledgeable about Equal Opportunity in the Agency and that's the first lesson that you can carry away with you. Equal Opportunity is something that belongs to everyone here and everyone who is not here.

Let's start at the beginning. We are here to discuss something called EEO and these letters are the biggest cross I have to bear. Some of you, and I recognize many faces that I've talked to before, know that one of my concerns is the very term EEO. Simply because, as you hear that term you begin to conjure up images of what it is all about, and unless we have talked before I'm afraid that the images you conjure up are not exactly what I think they ought to be. I even shortened it awhile ago from EEO to just EO -- Equal Opportunity. Maybe I can explain EO by telling you what it is not. The programs we are talking about are not something on the periphery of what we do for a living. You all know what we do for a living. We collectively, as an Agency, have a responsibility to produce a product called intelligence. We do that by doing different jobs. Everyone from support officers to case officers to analysts to typists, you name it, all of us are contributing to the production of that one product. What we have to understand is that the things I'm going to tell you that EO stands for are integral to getting that job done as well as we can. Let's summarize it this way. If we do well the things I'm going to talk about, we'll do better at the job of producing intelligence. If we do them poorly, then we do that job poorly or worse. That puts it in a different light. So, maybe what I'm saying to you is forget what you thought EEO was, go blank, and learn from this point forward what it really is to you and me as employees of CIA.

It is a management program and like all such programs in CIA it is supposed to be objective oriented, and like all other programs EEO has goals. We want to reach these goals because they are important to us as individuals and they are also important to the Agency in terms of the Agency's mission. Let's talk about these goals. I have arbitrarily set four goals. You may divide these into five or combine them into three but in one way or another these are the goals that we are striving for. My four add up to something like this. The first goal deals with something called the Agency's population. That's you and me and a lot of other people who are not even hired yet -- the Agency's population. I always take that one first because I know what you were thinking when you first heard EEO. Most of you, when you first heard EEO, thought, "that's the program that deals with the hiring and recruiting of blacks and women, or maybe in the Agency it deals with the upgrading of women." If you thought that was the sum total of EEO effort, you had to think the corollary which is that if you are, for example, a white male American, Equal Opportunity doesn't include you. Let's wipe that out. Goal one is our population. Let's look at it as professionals. We are a unique Agency. We have a mission that no other Agency in Government has and therefore it requires talents and people that other agencies don't require. So we are unique. We are unique people because we do unique jobs. What else are we? Well, we are unique but we are also the same. CIA is a Federal agency and as such it is a member of the family of Federal agencies. You and I are citizens of this country and therefore, we have the rights and privileges of any other citizen. We don't give those up because we work here. If anything, we work harder to protect our rights because we work here. When you look at this Agency what do you see? What I see, for example, is an Agency that's about one-third female. That's fair enough but then you look at the structure within the Agency, and you don't see females equally represented as you go up the grade ladder. If you look at certain disciplines you don't see females at all. Is that deliberate or accidental? If you look at the Agency in terms of race, what do you see? You see a smaller proportion, about six percent are black, but again as you go up the grade ladder or view certain disciplines they too disappear. If you look at certain positions maybe you also find the Agency's structure that people of other kinds also disappear, particularly men and women over 40. We were talking about a goal weren't we? A goal is something, by the way, that you strive for. You

may never reach it, but you always shoot in that direction. So I guess to get the population goal is that one day, should anyone come in and slice the Agency open from the top to the bottom and look at it, they might find a cross section of working America. Working America, not the population in general, but working America. So that, for example, if ten percent of the brain surgeons out there are women then ten percent of the brain surgeons here are, could be, or should be women. Are we ever going to get there? Of course not. I think it's almost an impossibility. That has nothing to do with the direction in which we are working. Why do we want to get there aside from just the "nice" reasons for doing it? Well, one of the reasons we want to get there is because we have a worldwide responsibility and, if nothing else, we need people within this Agency who speak almost every language, who look like the peoples of the world, who are familiar with all the cultures, and so on. So, it would be professionally advantageous to have a universal population like that for this Agency to draw upon whenever we need it, not to mention all the specialties. When we were created as an Agency, we were not balanced even in terms of geography because we tended to recruit in limited areas. For several additional reasons we acquired an unbalanced population. Our goal is to balance that.

That's one goal. Let's talk about the others. Maybe they are more relevant to you because, after all, you are already hired so it doesn't make any personal difference to you what we do to change our hiring policy. Let's talk about the other goals which are more directly relevant to everyone of us and that deals with the individual. Each of us has to worry about whether or not, in the course of our careers, we are developed as a specialist. If I'm a "whatchamacallit" maker, I want to be a good "whatchamacallit" maker. Are you helping me be the best "whatchamacallit" maker that I can be? In short, am I being aided or given the opportunity to reach my full potential at what I do? I often say that there is a very hard economic reason for worrying about that problem alone. If all of us assembled here this time next year and none of us had changed jobs nor received a promotion we would still cost the Agency and the Government more than we are costing them this year. Because even if we don't get a cost-of-living increase, which we probably will, our pencils, our paper, our typewriters, etc., would cost more. In short, we will be costing more to exist and perform our mission than we did this year. What if the Agency's budget does not go up to account for that increase in cost? That means that maybe next year there

will be fewer of us here, simply because we could not afford to keep all of us. That means that if we are going to do the same job as well as we are doing it now, some of us will have to produce more than we are producing now, or produce it better than we are now. It means that you and I have to get to the top of our potential and be as productive as we can to make up for that inevitable slack because money doesn't grow on trees. There isn't an unlimited amount that we can draw upon.

Then we come to the third goal. If you and I are developed as "whatchamallit" makers, we have to make "whatchamacallits." We have to be put in positions where our potential can be fully exploited and that's another problem. Okay, suppose we take care of the population problem and we develop the individual and we do our best to get square pegs in round holes, there are still impediments. These we can call arbitrary barriers. Barriers of any kind also create something else. They create, for a lack of a better word, fear, and that's the fourth goal -- a very peculiar goal -- the elimination of fear. What kind of fear? I guess I'm talking about professional fear. The fear that if you or I won't be able to give all that we can give for some arbitrary reason. You know, the best example are women. Are there jobs that women don't hold due to custom and not because they lack skills? If you are a woman you have to worry about the fact that maybe you won't get a job just because of the artificial barriers erected before women. Or what if you are a man and you are slated for that next more responsible post and somebody says, "You know, he's getting on in years. He's over 40 and we would like a younger tiger there." Even though the older man is more skilled, let's give it to the young tiger. If you worried about such an unfair decision even one minute today, all you can give to this Agency today is 7 hours and 59 minutes. One minute was expended worrying about whatever it is you fear.

What we are talking about in the goals I described is not something called "EEO". We are talking about the management of human resources. All of us are responsible for the management of Agency human resources. Whether you are the head of a component or you are the head of nothing, everybody is responsible for the management of at least one human resource. To get the job done we have two kinds of resources. We have materiel resources, money, equipment, etc. On the other hand, we have human beings.

We are talking about how you manage human beings. How do you handle human beings both to be fair to the human being and to get the maximum the human being can give? What role does the Office of EEO play in this effort? Simply, OEEO is a change agent, if necessary, to assure that there are no artificial barriers to restrict the full development of human resources. It's not exclusively OEEO's concern. Every manager and supervisor in this Agency is in the game. Office of Personnel is in that game, the Office of Medical Services, and Security, are all concerned somehow with the management of human resources. All right, so much for the goals. To get there, just as with anything else, we have programs. Under the heading of Equal Opportunity or Affirmative Action, there are many programs. Some are tiny and some are large, some are well-known and some are not known at all, but these are the means that we plan to help us get where we are going. To begin with we have a plan. It is called an EEO Plan. A lot of you have seen it. It used to be called the Affirmative Action Plan. There will be a new one coming out pretty soon called the Equal Opportunity Plan. Unlike other plans which are the responsibility of designated units or individuals; everyone is responsible for the EEO Plan. It spells out the goals we have, identifies the problems we have detected, and states how we are going to try and solve those problems. Now, you and I, and my right in this is no greater than yours, have a responsibility to say, "I think here is a problem you overlooked" and maybe this is the way to attack it. If you look at the Plan and don't like it, I'm sorry, but in a way you have nobody to blame but yourself. I guess the thing I am trying to get across is that what we are doing is something, and I repeat myself, that is a concern to each and everyone of us. The EEO Plan tells how we intend to accomplish it. The EEO Plan has been approved by the Civil Service Commission and I talked to a lot of people at Civil Service. The CSC is not looking for guarantees of success because they know we are not perfect. What they are looking first to determine that you and I as members of this Agency really know what our problems are. Maybe all problems do not get solved, but when we know thoroughly what they are, we are better prepared to devise the means to solve them. That Plan is our guide but it's not set in concrete. If we look at that Plan tomorrow and say, "It's published but we don't like what we decided to do here, let's change it." We will change it, and maybe that's one of the reasons you're gathered here, because Sue said we are going to talk about where we are and where we are going to be. I guess maybe where we are going to be is important because what we are really saying is that we are on the beginning of a new era. You in DDA are taking giant steps forward, whether most of you know it or not,



Programs to attain our goals. These are not in order of priority, I'm just taking them as they come to mind. You have all heard of programs called Upward Mobility Programs. You have heard a lot of things given the title Upward Mobility Programs. Upward Mobility Programs are so important that the Federal Government says we must have them and has placed the responsibility on the mechanism in the Federal Government that we call Equal Opportunity. What is Upward Mobility? Briefly described it is this. It has to do with that development of potential and exploitation of potential that I talked about. Generally, in the Federal Government we have categorized people into two basic groups. One group we call non-professionals, the other group we call professionals. I don't know why we chose those words. It makes a lot of people angry to say that because you are over here and you are non-professional and, see, I am a professional. In any case we have the two groups. The problem with those two groups is that generally the non-professional group has a limit on it. You can only rise so far in that group in terms of developing your potential and exploiting it and in terms of grades. The other group theoretically is unlimited. So, theoretically, if you are in the professional group you can aspire to be DCI. If you are in the non-professional group, you can't. Does that mean we are all going to be DCI? Of course not! What we are saying is there is a situation not just in CIA but in the entire Government where there are people in the non-professional group who have untapped potential. If they were over here in the professional group they could rise, possibly to be DCI. They won't, however, because they cannot get from one group to the other. What we are talking about is to get the maximum out of all of us. There has to be a program to identify the people over here who have potential and give them a fair opportunity to move over there. That's Upward Mobility, capital "U" and capital "M." Any Upward Mobility Program by the Government's definition, has to have three parts. You have to have a fair, equitable, and objective selection system to decide how people with potential get selected for opportunity. Then, once selected Up-Mo involves training to enable you to sit over here and do what you weren't doing before. It also involves a waiting position on the professional ladder for you to occupy and start your movement upward. Now if a program doesn't have those three parts it might be a wonderful program but it's not a formal Upward Mobility program. There are other programs in the Federal Government which come under the general heading of FUST. This acronym means the Full Utilization of Skills and Talents. That means that if I have a skill, and although I'm not really the greatest, I have talent and ability which, with more training, could

make me better. Then my manager or my supervisor ought to be concerned and do what has to be done to make me better so I can give more. Such FUST programs apply to everybody, since no one is perfect.

There are other responsibilities levied under the banner of EEO, for example. Theoretically the Director, EEO is supposed to monitor the personnel policies and actions of the Agency. This is difficult, because this Agency is decentralized and scattered geographically. Further, everybody who supervises one other person makes policy and takes actions daily that only the two of them know about. I'll talk later about how I monitor this without looking over everyone's shoulder, which I wouldn't do if I could. In any case, that's a program and responsibility involving laws and regulations. One of the things we should understand is that these programs, these problems we are talking about are all based in law. I won't bother to cite them all. I don't think I can anyhow because they change every day, but there are a lot of them and one OEEEO program is to worry whether what we are doing with regard to this Agency and with regard to you and me is right and legal. In fact, that is one of the reasons we have set our goals. There are really three reasons why we have those goals -- one reason is efficiency. If we did all those things I named, we would be more efficient. There is another reason. We want to do them basically because we think to do some of these things is just right to do. It's fair to you, it's fair to me, it's fair to the Agency, it's fair to the taxpayer, it's just morally right to do it. There is a third reason which I have not mentioned, and that's the law. Even if we didn't carry out these programs because they were efficient and we didn't carry them out because they are right, we would still conduct these programs, and others, because not to do so would be against the laws. So there are three reasons why we are doing what we do.

We have other responsibilities, like community relations. I said that we were a member of the family of Federal agencies and we are. We haven't always functioned that way, for obvious reasons, but we are also a member of this physical community consisting of Washington, D.C., Northern Virginia and Maryland. We are a member because we are located here, you and I come from these places, we live in those places, and like all Federal agencies, we are supposed to play a role as is suitable to our mission and responsibilities in these communities. You will be seeing specific programs that are involving us, productively for our benefit and for the community. You've heard of the special programs for which there are designated Federal coordinators; the most famous of these, of course, is the Federal Women's

Program. This is a Federal program that recognizes the fact that the Federal Government employs women and that there is something special about the women we employ, and there are special concerns. A Deputy Director of EEO, there are two, is also the Federal Women's Program Coordinator for this Agency. You have talked to your own DDA people who are also members of a women's panel, you also have your own Federal Women's Program Coordinator with DDA. All of this is aimed at one thing -- the effective development and utilization of women. If there is a woman here who has potential that we do not exploit, then we are not only hurting her, we are hurting ourselves. However we couch it in nice terms about women's rights it boils down to the hard fact that women have something to give. The individual woman has skills and talents, and if we don't exploit them, it's unfair to her, it's unfair to us and again it's unfair to that taxpayer who next year is going to be paying more for that woman than he or she is paying this year.

There are other programs that you may have heard about, for example, there is a Hispanic program. Now it's not much of a Hispanic program because we do not have that many Hispanics. Yesterday, we celebrated in our office because for the first time in the history of the Agency our Hispanic population rose to one percent. That doesn't seem like much to you, but it took an awful lot of work to get to that one percent. Actually, it's 1.04 percent I'm told. That's a big jump ahead for us. The question comes up I guess, who cares really whether you have one percent or ten percent Hispanics. I guess Hispanics do. We have just gone through a period in Agency history when we were looked at and torn apart. Aside from all the other considerations, one of the things we recognized during that period was the fact that there really wasn't a big public constituency out there and when people looked at us, they didn't see themselves. People like to see themselves. I feel better when I see a SAC bomber airborne with a big payload that there are all kinds of people in that bomber. I can't explain why, but if people out there feel nervous about the existence of a CIA, I think that they care that CIA has a more representative population. In any case, the Federal Government recognizes this and decrees that there will be. The last Administration started something called the 16-point program concerned with the opportunities of the Spanish-speaking minority in this country, which is the fastest growing minority we have. We have a long-time Hispanic Coordinator, [REDACTED] who is also a full-time Branch Chief in OCI. What are other programs?

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I know everybody has heard about one program, if out of curiosity, and it is called the EEO Complaint System. Everybody knows that in our Agency and in all Federal agencies, there is a grievance system. In addition to the grievance system, we also have an EEO Complaint System which deals with, I guess in part, two things; it helps me accomplish my responsibility to monitor personnel policies and actions and it assures that the last goal we set will be accomplished and you won't have to sit around and waste that one minute a day in fear of arbitrary decisions based on something unrelated to your skills, talents and potential. I'll talk a little bit about the Complaint System. I won't describe it in detail because it is kind of complex. You are lucky because you have two systems to use so that any problem you have, whatever it happens to be, will fall under one of these systems. If a problem falls under the EEO Complaint System, you will find that this system operates differently from the grievance system. First of all, it is a system established in law and it functions in a precise way because the law says it must. It doesn't function because I want it that way, or even the DCI wants it that way; it functions that way because it must. Basically, what the EEO Complaint System assures is that your development or mine will not be arbitrarily thwarted by some genetic accident. Let us suppose that you were born of one sex or another, and I assume most of us were. If that's the source of your problem then the EEO system exists to adjust that. There are other things. What if you were born one race or another, and I assume everybody was! If your problem stems from that, this is the system you use. Or one color or another; color is different from race. Including color in the purview of EEO makes it unfair for the man hiring secretaries to base his decision on the fact that blondes may be more fun than brunettes -- that's a color difference. Sounds weird, but the law worries about that and I guess brunettes do too. What else -- national origin. Nobody can say, well you know, you look all right and maybe you could do the job, but frankly, I just don't see filling my office up with Italians, Irish, etc. And, religion too is included. A manager cannot say he doesn't want you because you are a \_\_\_\_\_. I won't develop you because you are a \_\_\_\_\_ -- and fill in the blank. All of these things are kind of like genetic accidents. What you happen to be in any of these six categories, except for religion for the most part, you didn't have much choice in. You do have a choice in some of the others now I hear, but this cannot be an obstacle and so this system is designed to correct it.

Now let me tell you about the Complaint System just briefly, without going into detail, because my time is running out. What you must understand is that this is a different kind of system in its manner of operation. It is a system that says if you believe that one of those things is a source of your problem, you must come to the EEO Complaint System and without fear. If you don't remember anything else I have said try to hang onto that -- you come to that system without fear. Normally the first step is an EEO counselor. Notice I did not say the Director of EEO, I didn't say the manager, I didn't say anyone else, I said an EEO counselor. Why do you go there? You can go to anybody you want, but if you go to an EEO counselor, you have a certain built-in protection from that moment forward because if you decide after talking over the problem that maybe it isn't a problem, nobody knows that you have talked to an EEO counselor. Counselors are forbidden under the law, in the way the system operates to make the fact that you were there known to anybody, even me, without your permission. They do report to me at least once a month to give me statistical data that there were so many problems and complaints, but they do not give names. They do not tell me who was involved because I don't need to know that. The only reason I have to know the statistics is because I have to report to the Civil Service Commission. So you are protected in that you can have anonymity, until you decide you don't want it, to help get your problem resolved. Secondly, the system is built-in protection. It says that if you are harrassed or punished for using this system, just to find out whether you're right or wrong and you believe that you're being harrassed or punished for using it, you have a step to take, which simply means you walk in to me and say "I think I'm being harrassed or punished for using this system." Then I don't have a choice; there are things I must do to determine whether you are and then take certain steps to correct that. The system is time limited. The formal part of it is limited to exactly 180 days; if we violate that 180 day time limit, you are free to leave that administrative process and take the Agency to court, so we adhere to that. We are now expanding that system to ensure that all Agency employees have a certain list of rights under the system. What if you are a case officer way out in the boonies somewhere? You still have the same rights. We will operate this system to see that those rights are protected by making this system available to you wherever you are; that's our legal

obligation. The system worries a lot of people because they think it's a punitive system; technically it isn't. Basically, it is a system that does one job. It finds out that in the management of one human resource something is going wrong and it provides ample opportunity to correct that without hurting anybody, but if it cannot be corrected to the satisfaction of the person that the thing is happening to, it can go on, right on into the courts until that person is satisfied. That's a very sketchy description of a very complex system. All you need to know is that if you are curious, there are a lot of people you can ask. If you want to know how it works better, you can ask your EEO officer and now you do have EEO officers. You can ask anybody involved in this system. We have counselors all over the Agency, we have EEO officers in every component and we have an Office of EEO and the Office of EEO always has its door open, that's the only rule it has. Everybody in that office is a trained counselor and an investigator because the system does involve a period of investigation. I won't go into detail again; if you have questions on that, I would be happy to answer them later on. Let me say one thing before I shut up. One of the things that you talk about when you talk about complaint systems, or I guess the word even comes to mind when you talk about EEO, is discrimination or discriminatory treatment. That, like EEO, is a very unfortunate term. One of the reasons that's an unfortunate term is because when you say discriminatory treatment it triggers an image in everybody's mind--signs over water fountains, cattle prods, police dogs, fire hoses--and if I said, have you ever discriminated, you'd say, "No, not me." You would probably be right, but what are we talking about when we say that you as employees are victims of discriminatory treatment is better than that. They say disparate treatment and disparate effect, words which are just as complex, but mean a little more. What we are talking about under disparate treatment is this--you as an employee are treated differently, to the detriment of your career, than your neighbor as an employee for reasons having nothing to do with your skills, ability and talent. That's disparate treatment. Even if it's done in your best interest, it's still disparate treatment and if you think that's hurting you, you should have it adjusted; that's what the system exists for. For example, suppose I had a job vacancy, the job has a grade of GS-9 and two applicants come in and apply for the job. Let me tell you what the job is. The job is cleaning out the grease pits in the kitchen. It's a dirty job but it's a GS-9 job. Now suppose two people came in to apply--one was an attractive woman and one was a dirty old man, both of them GS-7's, both of them would like to get this job because it would mean a promotion, and both of them are

qualified for the job. However, when they walk in I look at the attractive woman and the dirty old man and I say, "I won't send her down to the grease pit; I'm going to send him down into the grease pit." Now on that basis I choose him though she may be a better grease pit cleaner than he is, but I just can't in my heart send a woman down into that dirty pit. You see I made a decision having nothing to do with the ability to do the job or the needs of the Agency to the detriment of that woman. That's a ridiculous example, but you can carry that out or look back and see that a decision is made that way many times, not to be mean but to try and help somebody, and it turns out differently. That's what disparate treatment is--treating one person differently from another for a reason having nothing to do with the job. Disparate effect is a little different. That says that I as a manager will establish a rule and I apply it equally to everybody. Equally, does that make me safe? No, because if I make a rule I have to consider what the impact of that rule is going to be on everybody, and if that rule is not job related and it has a bad effect on the careers of one group because of what they accidentally happen to be, that's disparate affect. Again, the rule would not be job related. I throw that out so you can think about it and maybe we can talk about it some more in questions and answers. I could go on forever telling you more about Equal Opportunity or Affirmative Action then you ever wanted to know. I probably have done that already, but I think what I'm going to do now is to sit down until we get to our question and answer period. In the meantime, I want to thank you for the opportunity to speak to you and help me with our program.

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Transcript of Director, EEO's Remarks Before  
DDA EEO Conference, 9 September 1976

FROM:

John F. Blake  
Deputy Director for Administration  
Room 7D-24, Headquarters

EXTENSION

5454

NO.

DDA 76-5163

DATE

18 October 1976

TO: (Officer designation, room number, and building)

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1. Director, EEO  
Room 4E-32, Hqs.

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2. DDA

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John F. Blake

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